

**AGENDA MEMO**

**CITY COUNCIL MEETING DATE: JUNE 17, 2009**

**DEPARTMENT: PLANNING AND DEVELOPMENT**

**ITEM DESCRIPTION: SDR-32467 - APPLICANT/OWNER: LAS VEGAS RESCUE MISSION, INC.**

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**\*\* CONDITIONS \*\***

Staff recommends DENIAL. The Planning Commission (5-/rt1 vote) recommends APPROVAL, subject to conditions.

**Planning and Development**

1. Conformance to the conditions for Rezoning (Z-0087-72, Z-0067-73 and ZON-19680), Special Use Permits (U-0036-86, U-0081-99, SUP-19681 and SUP-34012), Variances (V-0019-80 and VAR-32468) and Site Development Plan Reviews [Z-0087-72(1), Z-0058-83, SD-0027-01 and SDR-19679], if approved.
2. This approval shall be void two years from the date of final approval, unless a building permit has been issued for the principal building on the site. An Extension of Time may be filed for consideration by the City of Las Vegas.
3. All development shall be in conformance with the site plan, landscape plan, and building elevations, date stamped 03/31/09, first floor plan date stamped 04/21/09 and second floor plan date stamped 12/05/08, except as amended by conditions herein.
4. A revised site plan shall be submitted to and approved by the Planning and Development Department, prior to the time application is made for a building permit, to reflect the changes herein: The handicapped parking spaces shall be revised to reflect conformance to the requirements of Title 19.10.010(G).
5. Revised elevations shall be submitted to and approved by the Planning and Development Department prior to the time application is made for a building permit to reflect the proposed exterior stairway on the east elevation of the site.
6. Reflective glazing at the pedestrian level is prohibited. Glazing above the pedestrian level shall be limited to a maximum reflectance rating of 22% (as defined by the National Institute of Standards and Technology).
7. All mechanical equipment, air conditioners and trash areas shall be fully screened in views from the abutting streets.
8. All utility boxes exceeding 27 cubic feet in size shall meet the standards of LVMC Title 19.12.040.

9. Parking lot lighting standards shall be no more than 30 feet in height and shall utilize downward-directed lights with full cut-off luminaires. Lighting on the exterior of buildings shall be shielded and shall be downward-directed. Non-residential property lighting shall be directed away from residential property or screened, and shall not create fugitive lighting on adjacent properties.
10. A fully operational fire protection system, including fire apparatus roads, fire hydrants and water supply, shall be installed and shall be functioning prior to construction of any combustible structures.
11. Prior to the submittal of a building permit application, the applicant shall meet with Planning and Development Department staff to develop a comprehensive address plan for the subject site. A copy of the approved address plan shall be submitted with any future building permit applications related to the site.
12. All City Code requirements and design standards of all City Departments must be satisfied, except as modified herein.

**Public Works**

13. No portion of the proposed building, accessory structures or landscaping over three feet tall may be allowed to encroach upon the existing on-site public sewer easements.
14. Meet with the Fire Protection Engineering Section of the Department of Fire Services to discuss fire requirements for the proposed use of this facility. The design and layout of all onsite private circulation and access drives shall meet the approval of the Department of Fire Services.
15. All landscaping and private improvements installed with this project shall be situated and maintained so as to not create sight visibility obstructions for vehicular traffic at all development access drives and abutting street intersections.
16. Site development to comply with all applicable conditions of approval for Zoning Reclassification (ZON-19680), Site Development Plan Review (SDR-19679) and all other subsequent, applicable site-related actions.

**\*\* STAFF REPORT \*\***

**PROJECT DESCRIPTION**

This is a request for a Major Amendment to an approved Site Development Plan Review (SDR-19679) for a parking lot reconfiguration and the conversion of an existing 9,584 square-foot dining facility into a sleeping facility for a total of 222 beds at an existing Rescue Mission on 4.09 acres at 480 West Bonanza Road. The previous Site Development Plan Review (SDR-19679) expanded the property to include a new dining facility and associated parking spaces. This proposal seeks to convert an existing dining facility into a sleeping facility, which will place an additional 65 beds at a facility already containing 157 existing beds for a new total of 222 beds provided on site. In addition the applicant is proposing to reconfigure and eliminate four proposed parking spaces to provide additional loading zones as well as to provide no additional parking for the additional 65 beds. The existing site is already parking impaired; the proposed development will further exacerbate the impairment by adding beds to the site while reducing the number of parking spaces by four. Therefore, staff recommends denial of this request.

**BACKGROUND INFORMATION**

<b><i>Related Relevant City Actions by P&amp;D, Fire, Bldg., etc.</i></b>	
05/19/65	The Board of City Commissioners approved a Rezoning (Z-0026-65) from C-2 (General Commercial) and R-4 (High Density Residential) to C-M (Commercial/Industrial) on property generally located between "E" Street to the east, "F" Street to the west, Wilson Avenue to the north, and Bonanza Road to the south. The Planning Commission recommended approval of this request.
12/13/72	The Board of City Commissioners approved a Rezoning (Z-0087-72) from R-4 (High Density Residential), C-2 (General Commercial) and C-M (Commercial/Industrial) to M (Industrial) at 500 West Bonanza Road. The Planning Commission recommended approval of this request.
08/22/73	The Board of City Commissioners approved a Rezoning (Z-0067-73) from C-2 (General Commercial) and R-4 (High Density Residential) to M (Industrial) and C-2 (General Commercial) on property generally located on the northwest corner of "E" Street and Bonanza Road.
03/20/74	The Board of City Commissioners approved a Reinstatement, Extension of Time [(Z-0087-72(1))] of an approved Rezoning from R-4 (High Density Residential), C-2 (General Commercial) and C-M (Commercial/Industrial) to M (Industrial) and a Plot Plan Review for property located at 500 West Bonanza Road. The Planning Commission recommended approval of this request.
04/24/80	The Board of Zoning Adjustment approved a Variance (V-0019-80) to allow the construction of a Women's Shelter without the required parking and setbacks.

03/26/86	The Planning Commission approved a Plot Plan Review (Z-0058-83) to allow a Thrift Store on property located at the southwest corner of "D" Street and Wilson Avenue. Staff recommended approval of this request.
05/22/86	The Board of Zoning Adjustment approved a Special Use Permit (U-0036-86) to allow a Thrift Store in conjunction with an existing family shelter located at 614 "E" Street. Staff recommended approval of this request.
12/14/92	The City Council approved a Rezoning (Z-0078-92) from C-2 (General Commercial) and R-4 (High Density Residential) to C-2 (General Commercial) on 1.3 acres on the north side of Bonanza Road, between "D" Street and "E" Street. The Planning Commission and staff recommended approval.
07/12/99	The City Council approved a Petition to Vacate (VAC-0018-99) "E" Street (70 feet wide) and all public alleys (20 feet wide) generally located on the north side of Bonanza Road, between "F" Street and "E" Street. The Planning Commission and staff recommended approval of this request.
10/16/99	The City Council approved a Special Use Permit (U-0081-99) for a proposed 8,000 square-foot dormitory in conjunction with the existing Las Vegas Rescue Mission located at the northwest corner of Bonanza Road and "D" Street. The Planning Commission and staff recommended approval of this request.
06/29/01	The Planning Commission approved a Site Development Plan Review (SD-0027-01) for a proposed 13,619 square-foot dormitory building in conjunction with the existing Las Vegas Rescue Mission at 400 and 406 West Bonanza Road. Staff recommended approval of this request.
10/19/03	The City Council approved a Required Review (RQR-3094) of an approved Special Use Permit (U-0081-99) for an 8,000 square-foot dormitory in conjunction with the existing Las Vegas Rescue Mission at 480 West Bonanza Road. Staff recommended approval of this request.
01/17/07	The Planning and Development Department administratively approved a Reversionary Final Map (FMP-17479) of 1.56 acres located north of Bonanza Road, east of "F" Street, and southeast of Interstate 15. The map was recorded 01/25/07.
04/18/07	The City Council approved a Site Development Plan Review (SDR-19679) for a proposed 10,771 square-foot Rescue Mission and Waiver of the perimeter landscape buffer standard to allow no landscaping along portions of the north and south property lines where 15-foot wide landscape buffers are required and to allow no landscaping along the east property line where an eight-foot landscape buffer is required and a Special Use Permit (SUP-19681) for a Rescue Mission on 1.82 acres on the northeast corner of "F" Street and Bonanza Road as well as a request for a Rezoning (ZON-19680) from R-4 (High Density Residential) to M (Industrial) on 0.15 acres on the southeast corner of "F" Street and Wilson Avenue. The Planning Commission and staff recommended approval of these requests.

09/19/07	The City Council approved a Request for a Rezoning (ZON-23472) from C-2 (General Commercial), M (Industrial) and R-4 (High Density Residential) under Resolution of Intent to M (Industrial) on 1.82 acres at the northeast corner of Bonanza Road and F Street and a Petition to Vacate (VAC-23034) portion of a 20-foot wide sewer easement generally located north of Bonanza Road and east of "F" Street. The Planning Commission recommended approval of these requests.
05/14/09	The Planning Commission recommended approval of companion item ZON-32804, VAR-32468 and SUP-34012 concurrently with this application.  The Planning Commission voted 5-1/rt to recommend APPROVAL (PC Agenda Item #25/dc).
<b><i>Related Building Permits/Business Licenses</i></b>	
c. 1945	Original building was constructed at 480 West Bonanza Road.
08/02/96	Building permits for a guardhouse, entry gates and a block wall (#96015666) and a 90-foot block wall (#96015667) was issued for at 480 West Bonanza Road. The permits received final approval on 09/04/96 and 08/16/96, respectively.
07/08/02	Building permits for onsite improvements/hardscapes (#02012229) and a new building (#02012228) were issued at 404 West Bonanza Road. The permits received final approval 02/07/03.
12/17/03	A business license (#Q07-00544) was issued for a medical firm at 403 West Wilson Avenue. The license is currently active.
11/22/05	A business license (#R18-00003) was issued for a homeless shelter at 480 West Bonanza Road. The license is currently active.
01/23/06	A business license (#N33-00001) was issued for a non-profit community health center at 403 West Wilson Avenue. The license is currently active.
10/09/07	A business license (#N36-00001) was issued for a non-profit thrift store at 480 West Bonanza Road. The license is currently active.
10/19/07	A business license (#R18-00003) was issued for a homeless shelter at 480 West Bonanza Road. The license is currently active.
02/28/08	A building permit (#109359) was issued for site grading at 480 West Bonanza Road. The permit is currently active.
08/28/08	Building permits were issued for a new building certificate of occupancy (#120360), onsite hardscapes (#120361) and a trash enclosure (#120362) at 480 West Bonanza Road. The permits are currently active.
03/18/09	A building permit application (#135798) was submitted for a 35-foot long, six-foot high block wall at 480 West Bonanza Road.

<b><i>Pre-Application Meeting</i></b>	
11/24/08	<p>The following issues were discussed at the pre-application meeting:</p> <ul style="list-style-type: none"> <li>• Parking required for the site.</li> <li>• Conversion of an existing building into a sleeping facility.</li> <li>• Any additional site changes as a result of the requests.</li> <li>• The submittal requirements of a Site Development Plan Review, Variance, Special Use Permit and Rezoning for the proposed redevelopment/remodeling project were also discussed.</li> </ul>
<b><i>Neighborhood Meeting</i></b>	
A neighborhood meeting was not held, nor was one required.	

<b><i>Field Check</i></b>	
04/09/09	A field check was conducted by staff at the subject property. An existing rescue mission and thrift store was noted on the subject property. Construction consisting of site grading, a dining hall and a parking lot, approved through Site Development Plan Review (SDR-19679) were noted on the west half of the subject site.

<b><i>Details of Application Request</i></b>	
<b><i>Site Area</i></b>	
Net Acres	4.09 acres

<b>Surrounding Property</b>	<b>Existing Land Use</b>	<b>Planned Land Use</b>	<b>Existing Zoning</b>
Subject Property	Rescue Mission & Thrift Store	LI/R (Light Industry/Research)	C-2 (General Commercial) and M (Industrial)
North	I-15 Right-of-Way	R.O.W. (Right-of-Way)	R.O.W. (Right-of-Way)
South	Storage	LI/R (Light Industry/Research)	M (Industrial)
East	Warehouse	LI/R (Light Industry/Research)	M (Industrial)
West	Auto Repair Shop	LI/R (Light Industry/Research)	M (Industrial)

<i>Special Districts/Zones</i>	<i>Yes</i>	<i>No</i>	<i>Compliance</i>
<b>Special Area Plan</b>		X	
<i>Special Districts/Zones</i>	<i>Yes</i>	<i>No</i>	<i>Compliance</i>
<b>Special Purpose and Overlay Districts</b>	X		
A-O (Airport Overlay) District (175 Feet)	X		Y
<b>Trails</b>	X		Y
<b>Rural Preservation Overlay District</b>			N/A
<b>Development Impact Notification Assessment</b>			N/A
<b>Project of Regional Significance</b>			N/A

## DEVELOPMENT STANDARDS

*Pursuant to Title 19.08, the following standards apply:*

<i>Standard</i>	<i>Required/Allowed</i>	<i>Provided</i>	<i>Compliance</i>
Min. Lot Size	N/A	177,810 SF	N/A
Min. Lot Width	100 Feet	640 Feet	Y
Min. Setbacks			
• Front	20 Feet	0 Feet	Y*
• Side	10 Feet	5 Feet	Y*
• Corner	15 Feet	5 Feet	Y*
• Rear	20 Feet	0 Feet	Y*
Max. Lot Coverage	50%	< 50%	Y
Max. Building Height	N/A	35 Feet	Y
Trash Enclosure	Y	Y	Y
Mech. Equipment	Screened	Screened	Y

\* Variance (V-0019-80) was approved to allow reduced building setbacks. No new buildings or building expansions are being sought at this time.

*Pursuant to Title 19.08.060, the following Residential Adjacency Standards apply:*

<i>Residential Adjacency Standards</i>	<i>Required/Allowed</i>	<i>Provided</i>	<i>Compliance</i>
3:1 proximity slope	105 Feet	436 Feet	Y
Trash Enclosure	50 Feet	436 Feet	Y

*Pursuant to Title 19.12, the following standards apply:*

<i>Landscaping and Open Space Standards</i>				
<i>Standards</i>	<i>Required</i>		<i>Provided</i>	<i>Compliance</i>
	<i>Ratio</i>	<i>Trees</i>		
Parking Area	1 Tree/ 6 Spaces	8 Trees	8 Trees	Y
Buffer:				
Min. Trees	1 Tree/ 30 Linear Feet	38 Trees	19 Trees	Y*
<b>TOTAL</b>		46 Trees	27 Trees	Y*
Min. Zone Width	0 Feet		0 Feet	Y

\* Site Development Review (SDR-19679) was approved with landscape waivers. No change in landscape is being proposed.

***Pursuant to Title 19.10, the following parking standards apply:***

Parking Requirement									
Use	Gross Floor Area or Number of Units	Required Per Current Title 19.04 Standards			Existing		Proposed Through SDR-32467		Compliance
		Parking Ratio	Parking		Parking		Parking		
			Regular	Handi-capped	Regular	Handi-capped	Regular	Handi-capped	
Rescue Mission	157 Existing Beds	1 space per 4 Beds	40		12		8		
	65 Proposed Beds (SDR-32467)	1 space per 4 Beds	17		Not a part of existing site		0		
Thrift Store	8,996 SF	1 space per 250 SF	36		36		36		
Existing Storage	6,765 SF	1/1000 SF	7		7		7		
SubTotal			96	4	53	2	47	4	
TOTAL			100		55		51		N*
Parking Space Deviation					-28 From Title 19.04		-49 From Title 19.04; -21 From Existing		
Percent Deviation					45% reduction in required 19.04 spaces		49% reduction in required 19.04 spaces; 29% from existing		
Loading Spaces			1		1		1		Y

\* The applicant has requested Variance (VAR-32468) to allow 51 parking spaces where 72 are required.



## ANALYSIS

- **Site Plan**

The site is located at the northwest corner of Bonanza Road and D Street. The site plan indicates all existing buildings on site as approved through previous Site Development Plan Reviews. This proposal is to reallocate the uses on site and reduce approved parking spaces. The previous Site Development Plan Review (SDR-19679) approved a new dining facility and parking area for an existing Rescue Mission. As construction is nearing completion on the approved dining facility on the west half of the site, this proposal is to convert the existing two-story dining facility on the east half of the site into a sleeping facility. The existing shelter provides 157 beds on site and proposes to add 65 beds in the existing dining facility for a total of 222 beds on the subject property.

The addition of 65 beds will require 17 additional parking spaces; however, the applicant is proposing to not add any additional parking spaces and reduce the number of existing parking spaces provided by four. The reduction in parking spaces is to accommodate proposed loading zones adjacent to an existing Thrift Store and Storage building on the west half of the site. The overall layout of the parking areas and drive aisles will remain the same as previously approved; however a net total of four parking spaces will be restriped as loading zones. This will reduce provided parking on site from 55 spaces for a 157-bed Rescue Mission to 51 parking spaces for a 222-bed Rescue Mission.

The 51 parking spaces are spread throughout the site, clustered around several of the existing buildings. The northeast corner of the site, which includes existing Rescue Mission and Storage buildings is paved but lacks any nearby convenient parking. In addition, the two handicapped accessible parking spaces provided on the east half of the site do not conform to Title 19.10.010(G) standards, as access aisles are not provided on both sides of each handicapped parking space. The site plan indicates that there is ample room available to add two additional ten-foot access aisles to the handicapped parking spaces. A condition has been added requiring all handicapped parking spaces to conform to the requirements of Title 19.10.010(G).

- **Landscape Plan**

This Site Development Plan Review proposes to reallocate a use within an existing building without providing additional parking and to reduce existing parking spaces by converting a net total of four parking spaces to a loading zone use. There are no proposed changes or additions to the existing landscaping that was previously approved, nor are any required.

- **Elevations and Floor Plan**

The applicant has submitted photographs of the existing dining facility to be converted to a sleeping facility in lieu of architectural drawings. The photographs depict an existing two-story building constructed of block and wood painted tan in color. Access to the building is provided internal to the site, on the north side of the structure. Stairs will be added to the exterior of the east elevation which will provide a secondary access to the ground floor. The remainder of the building will remain in its current configuration and appearance, with the exception of repair work to be performed on the balcony on the east elevation of the structure.

The floor plans submitted depict an existing 9,584 square-foot two-story building. The first floor will contain 85 beds within an open dormitory setting within the southern half of the building, and provide two semi-private rooms with five beds, for a total of 90 beds on the first floor. The northern half of the building will contain a restroom facility, shower facility, dressing area, vestibule, janitor closet, linen and laundry facility, access to the second floor and ingress and egress to the building. The first floor will consist of 7,150 square feet while the second floor will contain 2,434 square feet. The second floor will contain 15 beds within seven semi-private sleeping rooms, a restroom facility, kitchenette, small vestibule and interior and exterior stairwell access. As the applicant has not submitted detailed elevations of the proposed exterior stairwell, a condition has been added requiring the applicant to provide revised elevations which depict the proposed exterior stairway to be added to the east elevation of the building.

## **FINDINGS**

The following findings must be made for a Site Development Plan Review:

1. **The proposed development is compatible with adjacent development and development in the area;**

The proposed development as a use is compatible with the adjacent development; however, the site fails to provide the minimum required parking spaces per Title 19.04.

2. **The proposed development is consistent with the General Plan, this Title, the Design Standards Manual, the Landscape, Wall and Buffer Standards, and other duly-adopted city plans, policies and standards;**

The proposed development is not consistent with Title 19 as the applicant has proposed to add 65 beds to an existing Rescue Mission without providing any additional parking, and reducing existing parking by a total of four spaces.

3. **Site access and circulation do not negatively impact adjacent roadways or neighborhood traffic;**

The site is accessed by Bonanza Road to the south, a 100-foot Primary Arterial, according to the Master Plan of Streets and Highways, and D Street, a 60-foot Local Street to east, which will provide adequate access to the site. The site is also bordered by Wilson Avenue to the north; however, no access will be provided. While traffic circulation may not be negatively impacted by this request, staff notes that the reduction in required parking proposed for this site will force un-accommodated vehicle traffic off-site.

**4. Building and landscape materials are appropriate for the area and for the City;**

The building materials consisting of block and wood are appropriate for the area and for the City. The landscape materials remain the same as approved through Site Development Plan Review (SDR-19679) and will not be affected by this proposal.

**5. Building elevations, design characteristics and other architectural and aesthetic features are not unsightly, undesirable, or obnoxious in appearance; create an orderly and aesthetically pleasing environment; and are harmonious and compatible with development in the area;**

The existing building will not change in appearance from what currently exists on site, with the exception of an exterior stairwell to be added to the east elevation of the structure. The building is an older structure; however it still remains compatible with development in the area.

**6. Appropriate measures are taken to secure and protect the public health, safety and general welfare.**

This proposal will not impact public health, safety or welfare since the development will be subject to the International Building Code and City inspections during construction.

**PLANNING COMMISSION ACTION**

There were two speakers with questions regarding these matters at the Planning Commission Meeting.

**NEIGHBORHOOD ASSOCIATIONS NOTIFIED**

15

**ASSEMBLY DISTRICT** 6

**SENATE DISTRICT** 4

**NOTICES MAILED** 99 by City Clerk

**APPROVALS** 1

**PROTESTS** 0